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ABSTRACT

Proceedings of a 1975 conference on child care and the working woman for representatives from national women's organizations, child advocacy groups, labor unions, religious and consumer associations, and private individuals are contained in this report along with a summary of the 1975 report of the subcommittee on social services and welfare and recommendations. The conference report includes background information on the issues: Title XX of the Social Security Act, alternative organization models for child care services, child care as an income tax deduction, coverage of domestic workers under the Fair Labor Standards Act, and the organization of the conference. Recommendations for change are made in the following areas: Title XX and public participation, alternative organizational designs for delivering child services, child care as an income tax deduction, impact of the extension of the Fair Labor Standards Act to domestic workers on child care, and conference recommendations focused on the Department of Health, Education, and Welfare (DHEW) role in securing and designing a national child care program. Appendixes contain Congresswoman Margaret M. Heckler's speech, a list of conference participants, and program agendas for conference activities. (TA)

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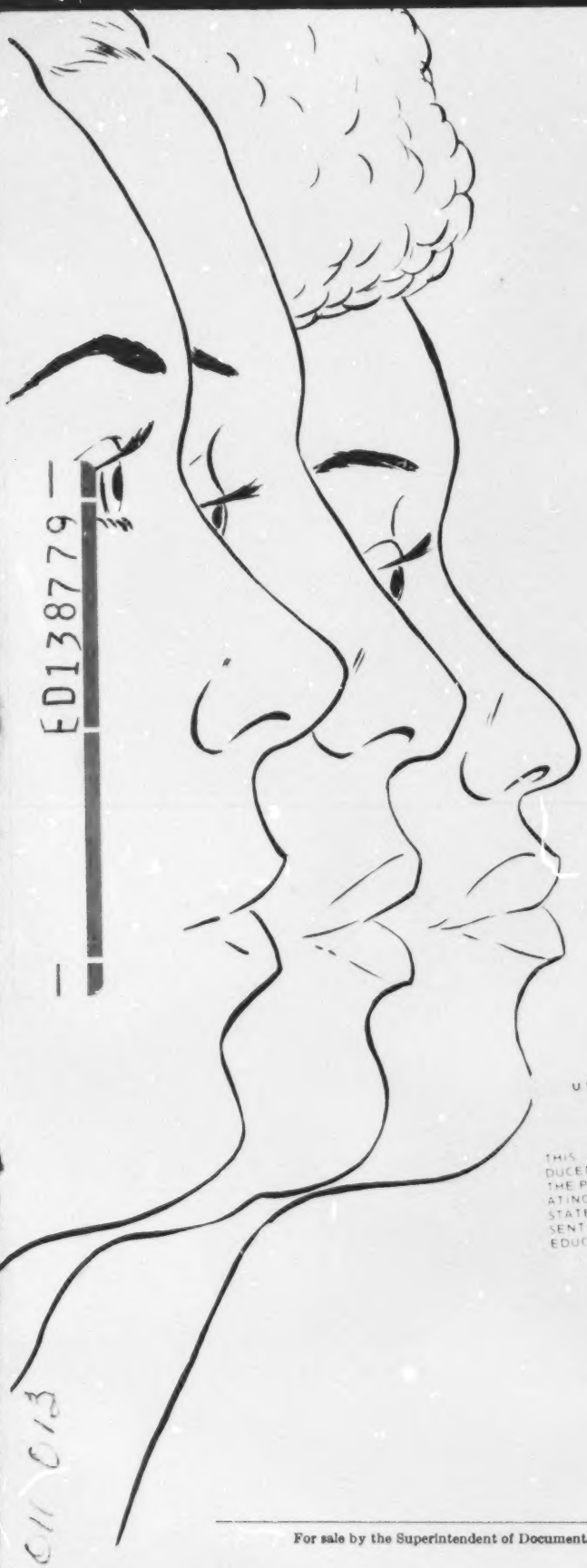

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CHILD CARE AND THE WORKING WOMAN

REPORT AND RECOMMENDATIONS OF THE SECRETARY'S ADVISORY COMMITTEE ON THE RIGHTS AND RESPONSIBILITIES OF WOMEN 1975

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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LETTER OF TRANSMITTAL

Dear Mr. Secretary:

I am very pleased to submit this report to you on behalf of your Advisory Committee on the Rights and Responsibilities of Women. In 1973, the Advisory Committee held hearings in Dallas, San Francisco, Kansas City and Philadelphia to determine the primary concerns of women throughout the country; and, in each of these cities, the Committee was told time and time again that child care was and continues to be the major concern of contemporary women.

With the approval of former Secretary Casper W. Weinberger, the Advisory Committee sponsored for June 12-13, 1975, a conference on child care and the working woman for representatives from national women's organizations, child advocacy groups, labor unions, religious and consumer associations, and private individuals. This report represents the recommendations the Committee adopted as a result of that conference.

As the report indicates, women presently make up just under 50 percent of the labor force. A high percentage of these female workers have children who are preschoolers and/or preteen-aged children -- children who are in need of care while their mothers work. The median income in 1974 for full-time working females was $6,770, just $1,732 over the government's poverty level. For the woman who is the sole supporter of her family and the woman who works to keep her family from facing financial disaster, a salary of $6,770 does not provide adequate funds for child care costs. The paucity of licensed facilities for infants and school-aged children and the difficulty many women face in securing child care for preschoolers supports the recommendation put forth in this report that women need child care programs offered at prices they can afford to pay and which are responsive to their needs and their children's needs.

The Department is to be commended for the leadership role it took in the passage of Title XX of the Social Security Amendments. This legislation provides a flexible framework in which states will have the prime responsibility for developing a child care program which is responsive to the needs of its citizens. However, the degree to which states provide creative child care programs will depend on the participation of citizens in the review and development of the states' child care program plans and in the role the Department of Health, Education, and Welfare plays in assisting the states in designing and implementing their programs.

This report represents the first of several efforts the Committee hopes to undertake in investigating and determining how the Department's policies can be more efficient and useful in providing support services to women. I sincerely recommend that you consider the recommendations made by the Committee and distribute the report to appropriate DHEW officials and staff for their consideration and implementation.

Osta Underwood, Chair Person
Secretary's Advisory Committee
on the Rights and Responsibilities
of Women

THE UNDER SECRETARY OF HEALTH, EDUCATION, AND WELFARE
WASHINGTON, D.C. 20201

NOV 19 1976

Ms. Osta Underwood
Mutual Benefit Life Insurance
900 Church Street
Nashville, Tennessee 37219

Dear Ms. Underwood:

International Women's Year and the Bicentennial have provided a unique opportunity for the Department of Health, Education, and Welfare to establish independent forums for the interplay of ideas and concerns between Department officials and staff and concerned citizens. This exchange is especially critical in the area of providing equal opportunity for women because the policies and programs of this Department play a major role in affecting the life style of women in contemporary society. One area where the Department's policies have particular impact on women is through the delivery of child care services.

I am very pleased that the Secretary's Advisory Committee on the Rights and Responsibilities of Women held a forum on the issues of child care services and the working woman. The SACRRW report and recommendations developed as a result of that conference are particularly timely in that they are available at the initial implementation of Title XX of the Social Security Amendments. The ultimate success of this legislation depends in large measure on an informed citizenry taking an active role at the local level to assure that resources and policies are shaped to serve their interests and needs. Through the distribution of this report and use of the conference format, the Advisory Committee serves an important function by sharing with women's organizations information on the child care services available through Title XX.

I appreciate the Committee's initiatives and congratulate the members on the high quality of their work.

Cordially,

Marjorie Lynch

Under Secretary

CHILD CARE AND THE WORKING WOMAN

A Report of the

Secretary's Advisory Committee

on

The Rights and Responsibilities of Women

July 1975

By

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I. SUMMARY OF THE 1975 REPORT OF THE SUBCOMMITTEE ON SOCIAL SERVICES AND WELFARE

BACKGROUND AND ACTIVITIES

The Secretary's Committee on the Rights and Responsibilities of Women (SACRRW) was organized to provide the Secretary with data on how DHEW's programs and services affect the status of women in our society. SACRRW's Subcommittee on Social Services and Welfare selected child care as their focal issue for FY 1974-75 because the Department's policy decisions determining the delivery of child care services affect all women with children, especially the 13 million working mothers with children under age 18.

The Subcommittee decided to look specifically at how current, enacted legislation dealing with child care meets the needs of women for child care services at prices they can afford to pay. In defining the availability of child care services and the cost of services as the critical areas of investigation, the Subcommittee looked at the more specific issues of:

- Title XX of the Social Security Act and public participation
- Alternative organizational models for delivering child care services
- Child care as a tax deduction
- The extension of the minimum wage to domestic workers and its impact on the cost and delivery of child care services.

As a method for developing recommendations for the Secretary which would reflect the real world concerns of working women, the Subcommittee invited members of women's professional and volunteer groups and individuals from groups with a special interest in child care to a conference on "Child Care and the Working Woman." The conference was organized to meet four objectives:

1. To examine how existing legislation impacts on the cost and availability of child care services.

2. To enlist the support of invited participants on issues and problems related to child care.

3. To allow a forum for the Committee members to interact and exchange ideas with subject area experts and representatives from women's groups.

4. To provide information which could be used by SACRRW to develop recommendations regarding DHEW child care policy for the Secretary's consideration.

More than 75 representatives from approximately 56 public and private organizations and offices participated in the conference which was held at DHEW on June 12th and 13th, 1975. During the two day working conference, conferees were able to achieve concensus on a number of recommendations.

RECOMMENDATIONS

Summarized very briefly, the recommendations were:

A. Title XX and Public Participation

1. We recommend that DHEW make available, on a priority basis, the necessary personnel and financial resources to fulfill its mandate to provide technical assistance to the States in implementing Title XX.

a. That DHEW actively assist the States in developing and planning their child care programs.

b. That DHEW give high priority to designating which agency within the Department will have total responsibility for monitoring child care programs and, assisting State and local groups in developing a monitoring instrument and procedure for assessing Title XX sponsored child care.

2. We recommend that DHEW develop and formalize lines of communication between the Department and State and local citizens groups.

a. That in both the planning and implementation of Title XX there be established a Statewide citizens advisory council that includes both parent and community representation.

b. That DHEW's regulations determining the use of Federal monies under Title XX be clearly and unambiguously written for interpretation by Federal, State and local citizens groups. Additionally, that DHEW develop information packets describing Title XX for the lay person, unfamiliar with government jargon.

B. Alternative Organizational Designs for Delivering Child Care Services

1. We recommend that DHEW give priority to developing alternative organizational models for delivering child care services at a range of reasonable costs for:

- school-aged children
- infants and toddlers
- weekend, night time and holiday periods
- part-time and drop-in care.

2. We recommend that DHEW adopt policies which will ensure that residents of rural and isolated areas receive equitable access to resources available under Title XX. This might include funding innovative program approaches to delivering social services in rural areas and enacting regulations which would increase the Federal reimbursement rate for poverty rural areas from 75 percent to 90 percent.

3. We recommend that future DHEW design and development projects for day care services focus on providing alternative career opportunities for child caregivers.

C. Child Care as an Income Tax Deduction

1. We recommend that DHEW work to eliminate statutes or regulations regarding child care services that are discriminatory on the basis of marital status and sex. To this end we urge DHEW to propose changing the existing tax law which discriminates against married couples when one parent is employed full-time and the other works less than "substantially full time," (i.e., at least 30 hours a week).

2. We recommend that DHEW urge Congress to treat child care costs as "an ordinary and necessary business expense" that is, as an "adjustment" from gross income, rather than as an itemized deduction.

3. We recommend that DHEW urge Congress to remove all income limitations on the present tax laws determining eligibility for the child care deduction.

D. The Impact of the Extension of the Fair Labor Standards Act on Domestic Workers in Child Care

1. We recommend that DHEW support the Department of Labor in its inquiry into the financial implications that the extension of the minimum wage to domestic workers will have on the cost of child care. DHEW is further encouraged to analyze the data the Department of Labor collects to determine what implications exist for developing program models for child care.

E. Conference Recommendations Focused on DHEW's Role in Securing and Designing a National Child Care Program

1. We recommend that DHEW support comprehensive child care legislation, in particular the Child and Family Services Act currently under consideration by Congress.

2. We urge DHEW to work for a national child care program which would:

- operate as a service which families could elect to use, given their needs and interests
- meet a demonstrated need in a community for services
- involve community groups who have developed links to community members as sponsors of child care programs
- require written parental approval for a child to be involved in or participate in experimental or psychological testing programs
- not allow a program to dismiss a child for parental refusal to allow the child to participate in experimental or psychological testing programs
- develop an operating definition of what constitutes "quality" care for infants based on the experience of existing child care centers and results of early childhood research and development.

II. THE 1975 SACRRW CONFERENCE ON CHILD CARE AND THE WORKING WOMAN

INTRODUCTION

Contrary to conventional wisdom, women are not a privileged and protected economic class: they make up 44.1 percent of the labor force, but as a group earn significantly less than their male counter-parts. The median income earned by female heads of households is only 48% as much as that earned by two-parent families. The average woman worker, in fact, is paid a mere $75.00 per week.

In spite of the high labor force participation of women, some segments of our society are still trying to decide if it is appropriate for women to work outside of the home. This group fails to recognize that women defined appropriate behavior for themselves when they reacted to financial and personal pressures by joining the labor force. Social acceptance of this reality is still slow in coming. The United States is one of the few industrialized nations which does not have a national child care policy. Critics of the Comprehensive Child Development Act of 1972 argued at the time that if the bill were adopted women would quit the home and child rearing would be left entirely to communal groups.

Labor force statistics indicated then as they do now that nearly half of the labor force was and is already female, and that this group of women assume multiple roles as homemakers, workers, mothers, community members. Family life has not been destroyed because women work; in most cases it is surviving better because of the added income women are able to bring in to raise their families' standard of living.

At its inception the Secretary's Committee on the Rights and Responsibilities of Women (SACRRW) was given the task of bringing to the attention of the Secretary of the Department of Health, Education, and Welfare data on the manner in which DHEW programs impact on women. SACRRW's Subcommittee on Social Services and Welfare selected child care as their focal issue for FY 1974-75 because the Department's policy decisions determining the delivery of child care services affect all women with children, especially the 13 million working mothers with children under age 18. DHEW's role is particularly crucial at this time because of the Department's responsibilities in monitoring and helping states establish social services programs under Title XX of the Social Security Act. Child care, one service which can be financed under this bill, will be affected by DHEW's interpretation of its mandate to monitor state programs and provide technical assistance to State and local groups. The Subcommittee believed it could best meet its obligation as an advisory committee by developing recommendations for the Secretary's consideration on the Department's policy regarding child care.

The Committee's prime concern is how services and programs affect the status of women. In deciding to focus on child care, the Subcommittee defined the problem as one which would look specifically at how current, enacted legislation dealing with child care meets the needs of women.

Women as adult consumers of child care require a service which is reasonably priced, accessible, meets their children's emotional, intellectual and physical requirements, and which operates at the hours they need the care. At a very basic level women need to have services available to them at prices they can afford to pay.

In focusing on the issues of the availability of child care services and the cost of services the Subcommittee decided to look at the more specific issues of:

– Title XX of the Social Security Act and public participation

- Alternative organizational models for delivering child care services
- Child care as a tax deduction
- The extension of the minimum wage to domestic workers and its impact on the cost and delivery of child care services.

The decisions made by States in allocating Title XX funds will have the most obvious bearing on the accessibility of child care services. Also affecting the availability of child care will be the way programs are designed to deliver services. The present formal system in which children are cared for either in a family day care home or in a center-based program does not offer the flexibility many women need for child care services. Family day care systems and programs which are combining home-based and center-based programs are moving in the direction of diversifying approaches to providing child care and building on and formalizing existing informal day care resources. Building and expanding on existing community resources will ultimately result in more day care spaces being available and will allow women to choose, from a variety of programs, those which are most appropriate for their needs.

The high cost of purchasing child care services reduces the options many women have in selecting child care programs. Restrictive regulations determining eligibility for Federally supported child care under Title IV-A of the Social Security Act made free or low cost child care only available to the poor. Low income and middle income women were unable to take advantage of the services because they did not meet the income requirements. Title XX removes the restrictive income limitations and allows families with incomes of up to 80 percent of the median income of a state to be eligible for free child care services, and families with incomes of up to 115 percent of the State's median income to be eligible for child care services on a sliding fee basis. It should be noted however, that the final determination of eligibility will be left to the States: Title XX only removes the Federal restrictions determining eligibility. For middle income women, child care costs can be partially offset by a realistic tax law which recognizes child care as a legitimate business expense for women who require the service as a condition for employment.

The extension of the minimum wage law to domestic workers will have an impact on the cost of child care services and the manner in which services are provided. In the long run it might have the effect of changing the present informal system in which infants and toddlers receive care. As the minimum wage increases many women who relied on babysitters to come into their homes to care for their children will not be able to continue to afford this type of care. States which have in the past paid for in-home care may find they will have to re-evaluate the cost effectiveness of this practice.

Constraints of time and budget allocations necessitated focusing on issues which were current and on which the Committee could have some immediate impact. The project was seen by the Committee as its first effort directed to the problem of working for a reasonable national child care policy.

For a variety of reasons the Subcommittee decided that the best means for developing recommendations for the Secretary on the issues discussed above was to invite members of women's professional and volunteer groups and individuals from groups with a special interest in child care to a conference on "Child Care and the Working Women." The conference was held on June 12th and 13th, 1975 at DHEW. The Subcommittee considered this a useful mechanism because it gave them an opportunity to hear the views of individuals directly

affected by the Department's policies and it initiated a relationship between the Advisory Committee and women's groups.

BACKGROUND INFORMATION ON THE ISSUES

Title XX of the Social Security Act

On January 4, 1975 the Social Services Amendments of 1974 were enacted. A new Title XX, "grants to States for Services" deals with social services previously covered by Title IV-A and by Title VI, services to adults, the blind and disabled, which have been repealed. As a result of the enactment of Title XX, Title IV of the Social Security Act was revised as follows:

- Title IV-A formerly included both income maintenance and social services, but with the enactment of Title XX, it only covers income maintenance provisions.

- Title IV-B which covers child welfare and protective services for children and Title IV-C which defines the Work Incentive Program (WIN) are not affected by the new law.

Title XX redefines the States' role in providing social services to such groups as: (1) families, (2) children, (3) the aged, (4) the blind, (5) the physically handicapped, (6) the mentally retarded, (7) the emotionally disturbed, (8) the alcoholic, and (9) the drug addict. Within the broad constraints set by the Federal government specifying goals and client eligibility, the States may determine what services they will provide, which agencies and programs they will fund, and which client groups they will serve. Every State, if it so desires, can conceivably spend its entire allotment for one program, under the 2.5 billion ceiling.

The new law took effect on October 1, 1975, and each State had to submit by July 1, 1975, a comprehensive plan which defines types of services to be provided, client eligibility and mechanisms for delivering services.

Key Provisions of Title XX Relating to Children

1. *Goals.* Social services *must* be directed toward meeting any of the following goals:

   (a) self-support
   (b) self-sufficiency
   (c) preventing or remedying neglect, abuse, or exploitation of children, or preserving, rehabilitating, or reuniting families
   (d) preventing or reducing inappropriate institutional care, or
   (e) securing referral to institutional care when other forms of care are not appropriate, or providing services to individuals in institutional care.

2. *Definition of Services.* The services which the State may provide are not specifically defined in the law. Rather, it authorizes any service the State may select to meet any one of the five goal categories described above.

3. *Mandatory Services.* A State must provide at least one service directed to at least one of the broadly stated social goals in each of the five categories, and must make available at least three types of services for eligible recipients of Supplemental Security Income (SSI). The State must also continue to provide family planning services for appropriate recipients of Aid for Dependent Children (AFDC), currently required by Title IV-A.

4. *Eligibility.* The State has the authority to define eligibility, but it may not exclude any member of a family whose monthly gross income is below 115 percent of the median income for a family of four, adjusted for family size in that State. In 1973, the national median income for a family of four was $13,710.

   At least 50 percent of the State's Federal funds for services must be used for individuals receiving or eligible for AFDC, SSI, or Medicaid.

   The new law does not restrict services to welfare recipients.

5. *Fees.* The State must charge a fee, reasonably related to income, for anyone with a gross monthly income above 80 percent of the State median income for a family of four, adjusted by family size, or 100 percent of the national median family income (whichever is lower).

   The State *may* provide services on a fee basis to families with incomes below 80 percent of the median, including welfare recipients, provided such fees are in accord with DHEW regulations.

6. *Donated Funds.* Private donated funds may be used for the State's 25 percent share of program costs. Contributions from private sources must be in cash (not in-kind) and must be donated without restrictions except as to type of services or geographic area. If it is a nonprofit organization, the funds may revert to the donor, but may not be a condition of the contribution.

7. *Day Care Requirements.* Day care outside the home must comply with the Federal Interagency Day Care Requirements of 1968 (FIDCR), with the following exceptions:

   (a) the requirements for educational services are optional;
   (b) staffing standards for children under age three must be established (there are none in FIDCR);
   (c) staffing standards for center care for school age children may be revised up to 1 adult for 15 children under age 10, 1 adult for 20 children between ages 10 and 14.

In-home day care must meet standards established by the State which are "reasonably in accord with recommended standards of national standard-setting organizations concerned with the home care of children."

The law requires the Secretary to submit to Congress between January 1 and June 30, 1977 an evaluation of the appropriateness of these requirements, followed 90 days later by recommended modifications.

8. *Prohibited Expenditures.* States are prohibited from using Federal social services funds for:

   (a) medical or remedial care, unless it is an integral and subordinate part of an allowable service and is not covered by Medicaid;
   (b) purchase, construction, or major modification of facilities or mixed equipment; or
   (c) educational services which the State makes generally available to its residents without cost or regard to income.

9. *State Services Plan.* The State must publish a comprehensive annual services plan at least 90 days before the beginning of a services program year.

   The State must provide a period of at least 45 days for the public to comment on the proposed plan. Although public hearings are not required, there is nothing to prevent a State from holding such hearings if there is sufficient public pressure to do so. The plan must include the following information:

   (a) the objectives to be achieved;
   (b) the services to be provided;
   (c) the categories of individuals to be served;
   (d) the geographic areas where services can be provided, and the nature and amount of services to be provided;
   (e) a description of the planning, evaluation, and reporting activities to be carried out;
   (f) the sources of resources to be used;
   (g) a description of the organizational structure through which the program will be administered, including the extent to which public and private agencies and volunteers will be utilized, and
   (h) a description of the steps taken, or to be taken, to assure that the needs of all residents and all geographic areas were taken into account in the development of the plan.
   (i) a description of how the State plans to coordinate Title XX program services with other human services programs.

10. *Advisory Committees.* Under Title XX, the requirement that State Advisory Committees include parents has been omitted. Nevertheless, under the Federal Interagency Day Care Requirements, day care programs must have advisory committees which include parents at the level of administration, presumably state or county welfare departments.

11. *Federal Regulations Relating to the Implementation of Title XX.* Following the passage by Congress of the Social Services Amendments of 1975, the Social and Rehabilitation Service proposed regulations for the implementation of the new statute. Regulations pertaining to Title XX ("Social Services Programs for Individuals and Families") were published in the *Federal Register* on April 14, 1975. After the publication of the regulations there was a 30 day comment period for public groups to review the materials and submit recommendations for change to the department. The final regulations were published in the *Federal Register* on June 25, 1975.

Summary Discussion: Title XX and Day Care Services

The new features embodied in Title XX create a framework for an expanded and improved social services program. States have been given broad latitude and the flexibility to operate a social services program designed for their particular situations. Ideally, the public accountability features of the plan, developed through a process involving public participation, will assure that a State is responsive to the needs and preferences of its residents and that funds are allocated and accounted for accordingly.

The XX will affect the design of State Children's programs; but it is too early to tell how. Child care is not a mandated program, it is only one service which must compete for funds. The level of support it receives will depend in large measure on how sophisticated State, local and community groups are in participating in the review process of the State's program plans. The groups will have to be well organized and informed if they are to be successful in getting State support for their programs as they will be competing for funds with other groups who have been traditionally more unified and have strong lobbies operating.

While the Federal role in determining the allocation of funds has been given to the States, there is no more money available than there was in FY 75. States which reached their spending ceilings last year will not have extra monies to finance innovative programs. As a consequence, it is very possible that child care programs will not change very dramatically in those States. Additionally, if new resources are not made available to the States during their planning and program development phase, it is unlikely that State programs will differ greatly from what presently exists. Title XX gives the States the flexibility to operate without Federal constraints: public involvement and the availability of program design resources will determine the degree of program change which will result.

Alternative Organizational Models for Child Care Services

Less than 9 percent of preschool and school-age children are enrolled in day care centers. The majority of children in need of full or part-time child care are cared for either in their own homes or in family day-care arrangements. Parental preference for types of day care arrangements, where children are actually cared for, and the availability of financial and program resources all speak to the need of identifying child care program models which can build upon and improve existing formal and informal child care arrangements.

Organizational Models for Child Care

Regardless of the number of hours a child is cared for, and the purpose and scope of the program, there are three basic organizational models for child care:

1. In-Home Care (I-HC)	IN-HOME CARE: Day care of children in their own home by persons other than their parents.
2. Family Day Care Home (FDC)	FAMILY DAY CARE HOME: An occupied residence in which a person regularly provides day care for children from more than one family for less than a 24-hour period.

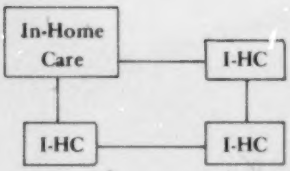
3.	Day Care Center (DCC)	DAY CARE CENTER: a) Any place other than an occupied residence which receives children for day care. b) Any place including an occupied residence which receives 13 or more children for day care.

Programs can operate as independent units or can be combined and work as systems. One approach which is beginning to be successful is the family day care system. A number of individual family day care programs are combined under a referral and administering agency which refers children to the homes, provides health, educational, in-service training, and other support services to the child and the caregiver in the programs.

Programs can be grouped with similar programs like the example given above, or organized to operate with unlike programs, *e.g.*, family day care grouped with day care centers. The following identifies the options which exist when like programs are combined, referred to as day care systems; and when unlike program models operate together, referred to here as mixed child care systems.

Examples of Organizational Models For Child Care Systems

1.



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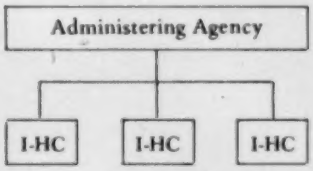

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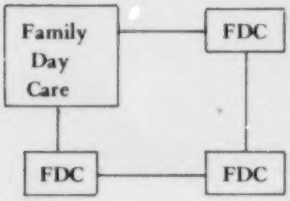

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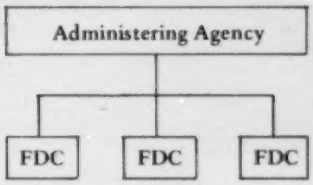

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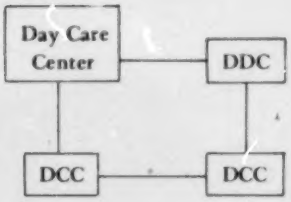

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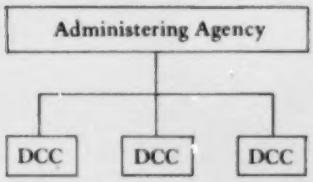
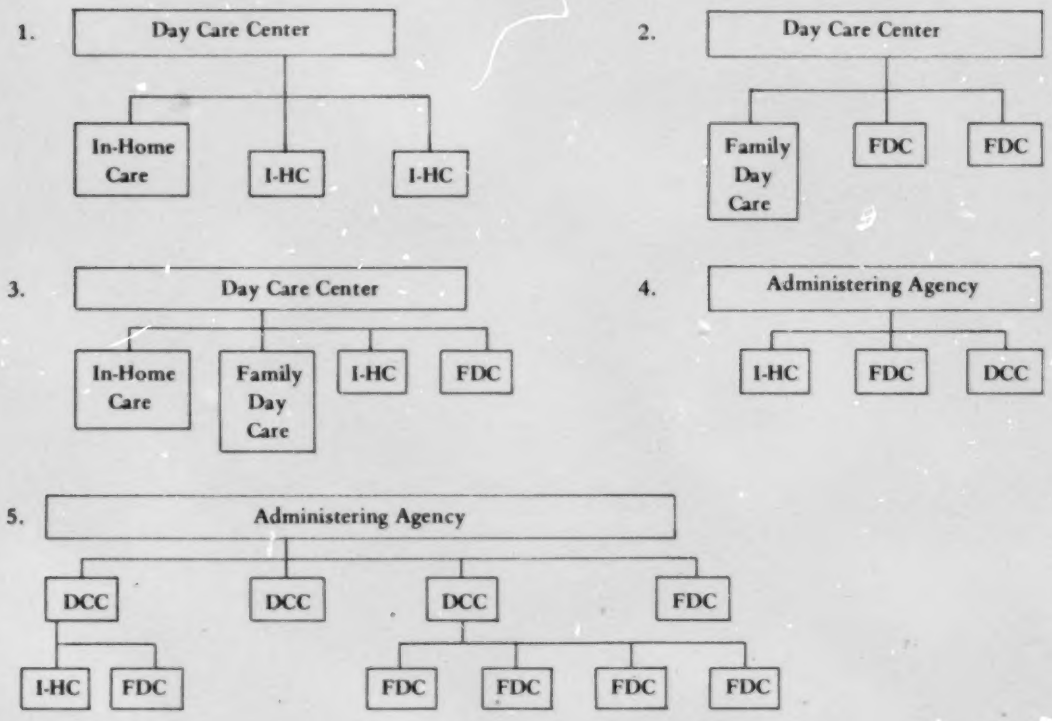


Examples of Organizational Models For Mixed Child Care Systems



Recent documentation of where children are cared for indicates that the majority of day care in this country is provided in home-based environments: either in the child's own home or in a family day care home. As the child moves into the preschool years of three to five years, parental preference begins to shift from using primarily a home-based child care arrangement to using center-based programs. A substantial number of children begin to attend nursery schools on a part-day basis, with day care homes, babysitters and community recreational programs providing backup care when the nursery school is not in session. The end result is an informal day care system, which allows the child to benefit from a variety of child care experiences. Arrangements for children in day care centers are not as flexible: the organizational design and fiscal pressures of most operating day care centers require children to attend the program on a full time basis. Both centers and home-based day care programs offer different advantages and disadvantages to children and their parents, the following chart identifies some of these issues.

ADVANTAGES AND DISADVANTAGES OF INDEPENDENT CHILD CARE PROGRAMS, CHILD CARE SYSTEMS AND MIXED CHILD CARE SYSTEMS

TYPES OF PROGRAM	ADVANTAGES	DISADVANTAGES
A. INDEPENDENT DAY CARE		
In-Home Care	1. No transportation problem 2. In many situations, care provided free by a relative or friend 3. Child secure in own home 4. Child rearing patterns of caretaker same as parent 5. Care for children of any age can be provided 6. Provisions for caring for sick children 7. Provision for weekend and night child care 8. Makes the parents comfortable because the child is cared for in the home 9. Unstructured learning environment	1. Very little In-Home Care is monitored to insure that good child care is being provided 2. No provision for support services for the caretaker or the child eg. health care, nutritional care, psychological health 3. Lack of resource materials for the child and the caretaker eg. toys, aides for the caretaker to use with the child 4. Possibility of poor physical environment 5. Lack of resources for emergency care 6. Little likelihood of peer interaction for children and adults 7. Professionally trained personnel not caring for children 8. Unstructured learning environment 9. Child in home environment whole day
Family Day Care	1. Day care facility close to the child's home 2. Child in a home setting 3. Likelihood of child rearing patterns being similar to parents 4. Care for children of any age can be provided 5. Provisions for caring for sick children 6. Provision for weekend and night child care 7. Child in a setting with small number of children 8. Unstructured learning environment	1. Very little Family Day Care is monitored to insure that good child care is being provided 2. Large majority of Family Day Care programs remain unlicensed 3. Potential conflict between parent and caretaker over discipline and child's affections 4. Lack of resource materials available to the child and the caretaker 5. Lack of adult peer interaction for the caretaker 6. Lack of resources for emergency care 7. Possibility of poor physical environment 8. No provision for support services for the child or the caretaker 9. Professionally trained personnel not caring for children 10. Unstructured learning environment 11. Child in home environment whole day
Day Care Center	1. Professionally trained personnel provides care for the children 2. Some centers provide structured learning environments 3. Availability of resources for emergency situations during the day	1. Programs can be a distance from the child's home causing transportation problems 2. Possibility of the center offering an impersonal environment 3. Possible conflict between the parent's and staff's child rearing patterns 4. Hours are inflexible, no provision for weekend or night care 5. Infant, toddler, and school age care rarely provided

ADVANTAGES AND DISADVANTAGES OF INDEPENDENT CHILD CARE PROGRAMS, CHILD CARE SYSTEMS AND MIXED CHILD CARE SYSTEMS (Continued)

TYPES OF PROGRAM	ADVANTAGES	DISADVANTAGES
A. INDEPENDENT DAY CARE Day Care Center (Cont'd.)	4. Availability of peer interaction for the child and the adult 5. More resource materials available for the child and the caretaker 6. Possibility of support services being available to the child and the caretaker	6. No provision for caring for sick children 7. Infant and toddler care in centers expensive 8. In very large centers the regime may be too rigid for a child 9. Child outside home environment for the whole day
B. DAY CARE SYSTEMS	1. Professionally trained staff available to work with home-based programs 2. Possibility of providing emergency care 3. Provision for weekend and night care 4. Provision for caring for sick children 5. Care for children of any age can be provided 6. Child in a setting with a small number of children 7. If system placed under an administering agency chance for improving resources available to program 8. If under an administering agency possibility of obtaining support services for in-home care 9. Possibility of peer interaction for adult caretaker 10. Care easily accessible to parent 11. Care remains in a home environment if Family Day Care System 12. Learning environment can become more structured in home-based programs with the availability of resources for adult and child 13. Provide a referral system for parents in need of child care 14. If Day Care Centers are grouped together, programs are able to share resources and cut down operating expenses.	1. Problems with coordinating a multi-program agency 2. Problem with the availability of staff to work closely with all the home-based units 3. Child in only one type of day care program – no chance for the child to benefit from both a home environment and a center environment 4. Problem monitoring home-based programs
C. MIXED DAY CARE SYSTEMS	1. Professionally trained staff available to work with home-based programs 2. Provides a referral system for parents in need of child care 3. Able to expose a child to both in-home and center-based child care 4. Possibility of providing emergency care 5. Care for children of any age can be provided 6. Availability of sharing resources between home-based and center-based programs 7. Possibility of obtaining support services for both the center-based and home-based programs 8. Possibility of peer interaction for adult caretaker and child 9. Parents can select a program most appropriate for their child's needs 10. Provisions for caring for sick children	1. Problem of coordinating a multi-program agency 2. Difficulty in monitoring a complex program 3. Good administrative talent essential

Child Care as an Income Tax Deduction

The Revenue Act of 1971 allows a deduction of up to $400/month to single individuals and working couples who earn less than $27,000, who support children under 15 years of age and who pay work-related child care expenses. The Tax Reduction Act of 1975, signed by President Ford in March, 1975, increased the income levels for eligibility as of January 1, 1976. The Tax Reduction Act of 1975 allows:

- a full deduction of up to $400/month to couples or individuals with an adjusted gross income of $35,000/year *vs.* the previous level of $18,000/year.

- a deduction which phases out at the rate of $1 for every $2 of income earned above $35,000 with a total phase-out at $44,600 *vs.* the previous range of between $18,000 and $27,500.

Summary of the Key Provisions of the Revenue Act of 1971 as it Affects Child Care

1. *Where care is provided*

   – for child-care arrangements *in* the taxpayer's home, a deduction of up to $400/month is allowed.

   – for child-care arrangements *outside* the taxpayer's home, the allowed deduction schedule is limited to:

   $200/month for 1 child
   $300/month for 2 children
   $400/month for 3 or more children.

- *Classification of deduction*

   – child care expenses are treated as "personal", as opposed to "ordinary and necessary" business expenses. To take advantage of the deduction, qualifying taxpayers *must* itemize deductions. Because few low and middle income families itemize their deductions, they receive no benefit from the present tax provision. In 1972:

   . . 5 percent of eligible families with adjusted gross incomes of under $5,000 itemized deductions.
   . . 31 percent of eligible families with adjusted gross incomes between $5,000 and $10,000 itemized deductions.

   (Source: Greenwald & Martin, "Broadening the Child Care Deduction: How Much Will It Cost?" New England Economic Review, Sept/Oct. 1974.)

- *Income Levels*

  – Married couples filing a joint return or single individuals with an adjusted gross income level of up to $18,000/year are eligible for the full deduction.

  – Married couples filing a joint return or single individuals with an adjusted gross income level of between $18,000 and $27,600 are eligible for a partial deduction. The deduction decreases on a sliding scale as income increases.

2. *Working Status*

   – for a married couple to be eligible for the deduction *both* must work *"substantially full time."* "Substantially full time" has been interpreted by the IRS to mean 3/4 of the normal work week.

   – a never married, divorced, separated, or widowed taxpayer is free to work part-time to be eligible for the deduction.

   – students are not allowed to take child care expenses as a deduction; e.g., if the male head of household is a full-time student and his wife works full-time, they cannot claim child care expenses as a tax deduction.

3. *Payment for Child Care Services*

   – The caregiver must not be a "relative," as defined by the Internal Revenue Code. i.e., Relatives according to the IRS include: son or daughter and their descendants, stepson, stepdaughter, brother, sister, stepbrother, stepsister, father or mother and their daughter-in-law, father-in-law, mother-in-law. Cousins are excluded in this definition and may be paid.

Other Legislative Action

1. Senator John Tunney, who was responsible for the child care deduction amendment to the Tax Reduction Act of 1975, plans to resubmit new legislation which would classify child care as an "ordinary and necessary" business expense rather than a personal deduction. Congresswoman Bella Abzug introduced a similar bill on March 12, 1975. This reclassification of the deduction would make it possible for individuals who use the standard deduction to take advantage of the tax savings. In addition, the new legislation would remove limitations on who could use the deduction and remove limitations on the amount allowable for deductions.

2. In 1974, Massachusetts adopted a statute which extends the benefits of the child care tax deduction to part-time workers and students.

3. The Revenue Act of 1971 allows a business to deduct, over a five-year period, the expense of acquiring, constructing, reconstructing, or rehabilitating property for use as a child care facility for children of employees. The deduction is permitted for expenditures made between January 1, 1972 and January 1, 1977. Congress plans to evaluate the effectiveness of the provision during this five-year period.

Coverage of Domestic Workers under the Fair Labor Standards Act

The Fair Labor Standards Act of 1938 was amended in 1974 to extend the minimum pay, equal pay, and overtime pay provisions to domestic workers and professional babysitters. Babysitting services are defined as "the custodial care and protection, during any part of the 24 hour day, of infants or children in or about the private homes in which the infants or young children reside." Babysitting does not include child care services performed by vocational, registered, or practical nurses.

Summary of the Key Provisions of the Fair Labor Standards Act as it Relates to the Extension of the Minimum Pay, Equal Pay, and Overtime Pay Provisions to Domestic Workers

1. Eligibility Criteria:

   Domestic workers and babysitters are covered under this provision if any of the following provisions apply:

   - services are provided on a *regularly* scheduled basis–e.g., every Monday and Friday.
   - babysitting services are provided in the child's own home.
   - wages paid in cash during a calendar quarter (3 months) total $50 or more.
   - the individual is employed for more than 8 hours in any work week.
   - the occupation of the individual employed is that of domestic worker and babysitter.
   - the individual employed as a "babysitter" on a "casual" (exempt status) basis devotes *more* than 20 percent of his or her time to household tasks.

2. Exemptions:

   Domestic workers and babysitters are exempt from coverage under new law if:

   - employment is on an irregular or intermittent basis. The critical issue is not the number of hours worked during a week but the scheduled regularity of the work. If the babysitting services are intermittent and irregular, the employment is considered on a "casual basis" and exempt from coverage.
   - babysitting services take place outside the child's home in a family day care home where the caregiver employs only members of the immediate family living at home to help provide child care.
   - the individual providing child care is *not* a babysitter by profession.

THE ORGANIZATION OF THE CONFERENCE

The conference was organized to meet the following objectives:

1. To examine how existing legislation impacts on the cost and availability of child care services

2. To enlist the support of invited participants on issues and problems related to child care

3. To allow a forum for the Committee members to interact and exchange ideas with subject area experts and representatives from women's groups

4. To provide information which could be used by SACRRW to develop recommendations regarding DHEW child care policy for the Secretary's consideration.

To meet these objectives, the conference was designed to be a working meeting: a meeting where conferees would share ideas, insights, and information on the issues related to the cost and availability of child care services. Participants invited to attend included representatives from national organizations of women's groups located in the Washington, D.C. area, government employees from DHEW and the Department of Labor, members of Congress, and child care lobby groups. In their various roles as law makers, Federal and local policy makers, lobbyists, caregivers, consumers and voting citizens they have the potential power to shape a national policy for child care. As individuals who design, implement and use child care services, their interaction with the Committee was seen as one way the Committee could fulfill its charter to bring to the attention of the Secretary data and information on the manner in which DHEW child care policies affect women.

Conference participants had been asked to be prepared to present their recommendations to the Committee on the topics under consideration. To insure that conferees were familiar with the issues, prior to the conference they received a background booklet which identified how the tax law, the minimum wage laws and Title XX relate to child care and what options exist for designing child care services. The invited speakers at the conference provided another information resource from which conferees could draw. Building on their own experiences and knowledge and, on the information made available to them, conferees worked in several conference discussion groups to develop their recommendations. Each conference discussion group was intended to represent the diversity of the organizations participating: SACRRW, women's volunteer and professional groups, the government and lobby groups.

The speakers invited to the conference were individuals who had demonstrated a knowledgeable and active commitment to the goals of child care. They were:

Congresswoman Margaret Heckler (R-Mass.) – The Keynote speaker.
(see appendix A for a copy of her speech) Co-sponsor of the Child and Family Services Act of 1975 and long-time supporter of child care.

Paulette Hamilton: Chairperson of the Educational Planning Program of the Board of Directors, the Bedford-Pines Day Care Center, Atlanta, Georgia. Former domestic worker.
Topic: The Impact of the Minimum Wage Laws on Child Care.

Sam Granato: Director of the Day Care Services Division, Office of Child Development, DHEW.
Topic: Alternative Organizational Designs for Delivering Child Care Services Operating in the United States.

Sheila Kamerman: Associate Director of the Cross-National Studies of Social Services Programs, Columbia University School of Social Work.
Topic: An International Perspective on the Delivery of Child Care Services.

James Guines: Assistant Superintendent of Schools in Charge of Instructional Services, Washington, D.C.
Topic: Alternative Roles the Public Schools can Assume in Delivering Child Care Services.

Suzanne Woolsey: Director of Social Services and Human Development Planning, Office of Planning and Evaluation, DHEW.
Topic: Title XX and Public Participation

Ruby Lineberger: Chairperson of the Parent Advisory Committee: the Grant Day Care Center, New York City. Vice President of the Day Care Council of New York City.
Topic: Supporting Child Care Services at the Local Level.

Linda Martin: Research Associate, the Federal Reserve Bank of Boston: co-author of "Broadening the Child Care Deduction: How Much Will it Cost?" published in the *New England Economic Review*, September/October 1974; and *Child Care Deduction: How much will it cost Massachusetts?* published by the Federal Reserve Bank of Boston.

Dana Friedman Tracy: Information Specialist, the Day Care and Child Development Council of America.

Audry Rowe Colom: Director of the Day Care Advocacy Project, the Children's Defense Fund: Vice Chairperson of the National Women's Political Caucus: Commissioner of the International Women's Year Committee; chairperson of the Child Development Committee.

More than 75 representatives from approximately 56 public and private organizations and offices participated in the conference activities. (See Appendix B for a listing of conferees). Working through the three conference groups the conferees were able to achieve concensus on a number of recommendations, while they chose to reject others. The recommendations the conferees did support focused on four themes: DHEW's responsibility to develop formal lines of communication with community and State groups; DHEW's role as a catalyst in designing child care programs; DHEW's role as an allocator of resources; and, DHEW's regulatory functions.

Summarized very briefly, the conferees recommendations were:

1. To have DHEW take a more active role in informing State and community members about Title XX and to assume a more responsive role in soliciting and responding to citizens priorities.

2. To have DHEW focus its catalytic efforts on designing program models for delivering child care services.

3. To have DHEW allocate financial and personnel resources to efforts directed to upgrading and monitoring operating child care programs.

4. To have DHEW insure equitable treatment under the law of taxpayers who claim the child care deduction.

5. To have DHEW work for a national child care program.

These recommendations were adopted by the Committee and are described in the following section of this report.

III. RECOMMENDATIONS FOR CHANGE

The recommendations presented here reflect the conferees position on directions toward which DHEW should move to insure that working woman can select day care services which meet their needs, at prices they can affort to pay. Because the recommendations are broad and general in scope, the Committee suggests that DHEW personnel develop action plans to meet the intent of these recommendations and submit these to the Committee for their review.

Title XX and Public Participation

1. We recommend that DHEW make available, on a priority basis, the necessary personnel and financial resources to fulfill its mandate to provide technical assistance to the States in implementing Title XX.

   a. That DHEW actively assist the States in developing and planning their child care programs. Supporting this recommendation is the following consideration:

      - Last year under Title IV-A of the Social Security Act only 10 States used all of their allocated monies for services. Under Title XX the States will receive the same amount of money, 2.5 billion dollars, that they received last year under Title IV-A. Unless States receive or have access to resources to help them design more effective and creative services programs, it is anticipated they will continue to offer services in the same manner they did in the past. Potential child care funds will not be used or will be diverted to other programs simply because of inadequate planning rather than because of intentional, informed, decision making.

   b. That DHEW give high priority to designating which agency within the Department will have total responsibility for monitoring child care programs and, assisting State and local groups in developing a monitoring instrument and procedure for assessing Title XX sponsored child care. Supporting this recommendation are the following considerations:

      - The recent Federal audit of Federally funded day care programs in nine States found hundreds of violations of Federal health and safety regulations and widespread mismanagement of programs. Auditors blamed part of the monitoring failures on DHEW's unresponsiveness in clearly defining which section of the Department should be charged with implementing a monitoring program.

      - The sad state of affairs at the local level is that licensed programs are rarely closed down for failing to meet Federal and State regulations. Although easily monitored, program compliance with health and safety standards is infrequently checked once a program has been licensed. And, except in very rare situations, a program's ability to offer an emotionally and intellectually sound environment is seldom assessed because communities are unclear how to monitor program performance in this area.

2. We recommend that DHEW develop and formalize lines of communication between the Department and State and local citizen groups.

a. That in both the planning and implementation of Title XX there be established a Statewide citizens advisory council that includes both parents and community representation. Supporting this recommendation is the following consideration:

- Title XX does not require State-wide citizens advisory groups. Only during the public comment period prior to the adoption of the State plan are States encouraged to make information on the fiscal and organizational goals of the program accessible to the public. During the comment period, States are not required to hold public hearings or to actively respond to comments developed by citizens groups. As a result, there is a qualitative difference between involving the public in decision making roles through advisory committees and providing an unstructured public comment period once a year.

b. That DHEW's regulations determining the use of Federal monies under Title XX be clearly and unambiguously written for interpretation by Federal, State and local citizens groups. Additionally, that DHEW develop information packets describing Title XX for the lay person, unfamiliar with government jargon. Supporting this recommendation are the following considerations:

- One of the reasons cited as to why States did not use their full allocation of monies under Title IV-A and IV-C was because the Federal regulations determining the use of these funds were ambiguously written. As a result, States were uncertain as to what constituted a legitimate expense and what defined local share: the money and resources a State must contribute to receive Federal monies.

- Communities will have to be vocal in their demands for child care services if they want State planners to fund child care programs. To be effective, lobby groups have to be informed about the issues. Conference participants believed it was particularly important for local women's volunteer and professional groups to be familiar with the goals of Title XX and the impact this program will have on the cost and availability of child care services.

Alternative Organizational Designs for Delivering Child Care Services

1. We recommend that DHEW give priority to developing alternative organizational models for delivering child care services at a range of reasonable costs for:

- school-aged children
- infants and toddlers
- weekend, night time and holiday periods
- part-time and drop-in care

Supporting this recommendation are the following considerations:

- The school-aged child has far less access to child care programs than does the pre-schooler. This is so despite the fact that working women with school-aged children make up the largest percentage of working mothers. School-aged children are assumed to be capable of caring for themselves.

When a child is five years old the assumption is that in the parent's absence the child needs supervised care. To provide this care, communities are willing to spend $1,500 to $2,000 a year for child care. The majority of six-year-old children attending school are not so lucky. Most communities do not provide after-school and before-school child care services. And yet, there is no significant difference between the physical, emotional and maturational needs of the five and six-year-old child.

- There are very few options outside of home-based care for the infant and toddler. Most center-based programs do not take children who are under age three. Additionally, licensing regulations in 10 States do not allow infants and toddlers to be cared for in center-based programs.

- Most center-based care operates on a 7:30 A.M. to 5:30 P.M., Monday through Friday schedule. Unfortunately, not all working women's work schedules fit that pattern: there's the 7:00 P.M. to 11:00 A.M. shift for the nurse and the factory worker; the late hours during busy times for the office worker; and the Thanksgiving and Fourth of July work day for the doctor. The result is, an individual who works anything other than the regular 9:00 A.M. to 5:00 P.M. shift is left with the choice of either in-home care or family day care.

- A majority of home and center-based child care programs operate as independent units and do not coordinate their services with other available community child care resources. As a result, most child care programs are not flexible in the types of environments or services they provide. A child enrolled in a child care center does not have the option of spending part of the time in a home-based program or in a community sponsored day camp. Once enrolled in the center he/she is usually committed to attending the program on a full time basis.

- Women who need drop-in care and part-time care have very few options when using center-based child care. One out of every six employed women with preschool children works part-time. But child care centers consider it too much of an administrative burden to provide temporary care: it increases bookkeeping tasks and does not provide economic security.

- Under Title IV-A no one policy determined what types of day care programs were eligible for Federal funds. Some States used Federal funds to support home-based child care services while others only provided Federal and State financial assistance to center-based programs. Clients of child care services, restricted by their financial need to use publicly funded child care encountered narrowly conceived State programs. Restrictive funding policies had the direct effect of limiting the choices poor women had in selecting appropriate child care services to meet their needs.

- Conference participants agreed that working women, families and children need to have a variety of program designs available to them. Multiple sponsorship was seen as helping to insure that some of the needed diversity will be created.

2. We recommend that DHEW adopt policies which will ensure that residents of rural and isolated areas receive equitable access to resources available under Title XX. This might include funding innovative program approaches to deliver social services in rural areas and enacting regulations which would increase the Federal reimbursement rate for poverty rural areas from 75 percent to 90 percent. Supporting this recommendation is the following consideration:

   – Rural communities have less program resources to draw on in developing child care programs. Populations are scattered and do not provide an economic base from which State monies can be used as state matching funds to secure Title XX funds. Limited numbers of professionally trained child care workers are available, and social service agencies are typically understaffed or nonexistent, making community resources hard to locate.

   While the problems of developing good child care are exacerbated by a lack of financial and program resources and by inadequate transportation, the number of working women with children under the age of six years continues to increase. Since 1970 the number of women in the labor force with children under 18 has increased from 41.7 percent in 1970 to 44.1 percent in 1973 and the number of working mothers with children under the age of six has increased from 30.8 percent in 1970 to 34 percent in 1973, in 1970 over 30 percent of rural non-farm women and over 25 percent of rural farm women who had children under six years old were in the labor force. It is not unfair to assume that the figures for working mothers living in rural areas increased proportionately to the national figures.

   These implications of the census figures are reinforced by news accounts of migrant workers locking their children in cars for protection, while the parents go off to work in the fields. There is a real need for good child care services in rural areas and the present lack of resources and high expense to provide services suggests a stronger role for DHEW in this area.

3. We recommend that future DHEW design and development projects for day care services focus on providing alternative career opportunities for child caregivers. Supporting this recommendation is the following consideration:

   – Caregivers working in center-based programs and professional babysitters providing care in the child's home are both covered by the minimum wage laws. The present minimum wage is $2.00 an hour or $80.00 for a forty hour week: wages which classify as low income. The majority of family day care mothers earn even less than the minimum wage. Caregivers are not well paid and have few, if any, opportunities to develop their skills and careers. The diversification and development of day care systems and mixed child care systems should open up new career opportunities. In allocating program resources for the development of training programs DHEW should give first priority to groups which will focus on training and upgrading the caregiver already working in the field.

Child Care as an Income Tax Deduction

1. We recommend that DHEW work to eliminate statutes or regulations regarding child care services that are discriminatory on the basis of marital status and sex. To this end we urge DHEW to propose changing the existing tax law which discriminates against married couples when one parent is employed full-time and the other works less than "substantially full-time," (i.e., at least 30 hours a week). Supporting this recommendation is the following consideration:

   - It is estimated that 565,000 families can not claim child care as a tax deduction because the law discriminates against married couples. The current law states that for a married couple to qualify for the child care deduction both parents must work substantially full time. The law does not apply this restriction to a divorced, separated, widowed or never married parent, allowing them in effect the option of claiming the deduction for part-time employment.

2. We recommend that DHEW urge Congress to treat child care costs as an "ordinary and necessary business expense," that is, as an "adjustment" from gross income, rather than as an itemized deduction. Supporting this recommendation are the following considerations:

   - The present classification of child care as a "personal" *vs* an "ordinary and necessary" business expense has the effect of excluding a great number of low and middle income families the law was orginally designed to help. In 1972, 64 percent of families with an adjusted gross income of $10,000 and under did not itemize their tax deductions and were therefore ineligible to claim child care expenses as tax deductions. The majority of individuals who do itemize their tax returns do so because of tax advantages associated with home ownership: in effect, the present tax law limits the deduction to homeowners.

   - If child care expenses were reclassified as an "ordinary and necessary" business expense, all limitations on where care is provided and the amount of money allowable for a tax deduction would be removed. This would give working parents the freedom to select the child care program most appropriate for their needs. Present limitations penalized families who prefer to use family day care or center-based programs over in-home care. The extension of the minimum wage to professional babysitters and the limitations on how much a taxpayer can deduct for child care outside of his/her income puts the taxpayer in a double bind: higher costs for securing in-home care will make in-home care arrangements too expensive for many families to use; while present limitations on the amount of money allowable as a tax deduction for child care outside of the home drives up the cost to the taxpayer of family day care and center-based day care programs.

3. We recommend DHEW urge Congress to remove all income limitations on the present tax laws determining eligibility for the child care deduction. Supporting this recommendation is the following consideration:

   - For all practical purposes the increased income levels for eligibility passed by the Tax Reduction Act of 1975 removes income limitations for the majority of the popula-

tion with children under 15 years of age. In 1973 only 1 percent of working parents with children under 15 had incomes of $50,000 and above. The new income levels expand to $35,000 a year the eligibility for a full deduction and to $44,600 a year when the deduction completely phases out.

The Impact of the Extension of the Fair Labor Standards Act on Domestic Workers in Child Care

1. We recommend that DHEW support the Department of Labor in its inquiry into the financial implications that the extension of the minimum wage to domestic workers will have on the cost of child care. DHEW is further encouraged to analyze the data the Department of Labor collects to determine what implications exist for designing child care programs. Supporting this recommendation are the following considerations:

   - Costs associated with the traditional child care practices of parents who have relied on neighbors, friends and professional babysitters to care for their child will be greatly increased. Parents who have relied on informal child care arrangements will find it cheaper to use more formalized day care programs; day care centers and family day care homes. This will place a strain on the existing supply of day care services and one possible outcome will be a greater demand for Federal subsidization of a national day care program.

   - States, in an attempt to maximize their resources and decrease dollar expenditures, might be forced to discontinue their support of child care services in the child's own home and might be forced to insist that family day care operators increase the number of children for whom they provide care.

Conference Recommendations Focused on DHEW's Role in Securing and Designing a National Child Care Program

1. We recommend that DHEW support comprehensive child care legislation, in particular the Child and Family Services Act currently under consideration by Congress.

2. We urge DHEW to work for a national child care program which would:

   - operate as a service which families could elect to use, given their needs and interests
   - meet a demonstrated need in a community for services
   - involve community groups who have developed links to community members as sponsors of child care programs
   - require written parental approval for a child to be involved in or participate in experimental or psychological testing programs
   - not allow a program to dismiss a child for parental refusal to allow the child to participate in experimental or psychological testing programs
   - develop an operating definition of what constitutes "quality" care for infants based on the experience of existing child care centers and results of early childhood research and development.

APPENDIXES

APPENDIX A

Congresswoman Margaret M. Heckler's Speech

July 12, 1975

CONGRESSWOMAN MARGARET M. HECKLER'S

SPEECH TO THE SUBCOMMITTEE ON SOCIAL SERVICES AND

WELFARE OF THE SECRETARY'S ADVISORY COMMITTEE ON THE

RIGHTS AND RESPONSIBILITIES OF WOMEN – SEMINAR AND ATTENDEES

My commitment to day care is more than just an intellectual exercise. Day care is vitally important to my constituents. In the largest city of my district, 40% of the manufacturing labor force are women. 48% of the mothers with children over 6 years old are working, and fully 47% of mothers with children *under* 6 years old.

In this city, mothers *have* to work, in order for a family to live decently. For these people, day care is a vital necessity.

In 1971, when we were all working on passage of day care legislation, I held a hearing in my district, to allow working women to express their opinions on day care. The message that day was loud and clear – day care is a must in our society. That meeting did a lot to raise the consciousness of people in Massachusetts about day care, and at the same time put the issue in terms which everyone could understand:

Security is knowing your children are safe while you work.

This conference is representative of all groups and shades of opinion, which have been concerned with day care; what has been done here will be very important for the future of day care legislation and other support.

Let us review the need we are addressing. The statistics are overwhelming:

- 27 million children under 18 whose mothers are in the labor force
- 6 million children under 6 with mothers in the labor force
- Since 1960, the percent of married women with children under 6 in the labor force has risen from 18.6% to 34%
- In families where both parents worked in 1970, the median income with families with working mothers was almost $2,000 higher than in families where the mother did not. (This shows the significant contribution of mothers to meeting the family's basic needs.)
- There are over 3 million children in families having the mother as the sole source of support, and median income is only $6,195 in 1973.

But, it is estimated that there are only one million licensed day care spaces in centers and family day care homes to serve 6 million preschoolers of working mothers. The remainder of the children are in informal or "unknown" arrangements.

Recent legislation promises to improve the situation to some extent for some working mothers:

The Tax Reduction Act of 1975 permits full deductions of up to $400 per month for the costs of care for families with a gross income of up to $35,000 a year, with a phase out of the deduction at an income of $44,600 per year. It is estimated, however, that only 31% of families with incomes of $5,000 – $10,000 per year itemize deductions. So that, as it stands, this measure helps the relatively more affluent and affects the professional woman rather than the woman on the factory line. If the deduction were treated as an ordinary business expense rather than a personal expense, significantly more families would be able to make use of it. In any case, it does provide a major source of help in paying for care, and we can hope that resources will be created to meet this new demand – but we have no guarantee they will be the right resources at the right place in the short run.

Title XX of the Social Security Act gives in principle, but may take away in practice. As you know, for the first time the right of families above the poverty line – 115% of the median income of the state, to be precise – to utilize publicly funded care and to obtain a subsidy is established in legislation. However, this is only permissive; a state must decide exactly what income levels (and other characteristics) to serve, and must guarantee to serve all of the families it has declared eligible, which means a guaranteed exclusion of all others. Furthermore, states must now divide their social services allocation among services directed at five goals – Day care is not a required social service. Working women needing publicly funded or subsidized day care must now compete with other family services and with the needs of the disabled, and other needy groups. State plans for social services are to be published next month for public comment and possible revision. Interestingly, the total Federal funds for all social services under Title XX is $2.5 billion – the same figure authorized for child development and day care alone in the 1971 Day Care Bill that was four inflationary years ago.

Even with these real and potential supports for expanding day care, we have a long, long way to go before our needs will begin to met.

The most puzzling question is: Why has there been so little national response to this obvious national need for child care? The answer suggested by Dr. Edward Zigler, nationally known psychologist and former director of the Office of Child Development, is that there are two reasons for lack of action: (1) Women have not demanded it – they are accustomed by their role for "leaving" their children. This further dampens their ability to make demands, and so they – the mass of working women – simply struggle on as best they can; (2) There is much conscious and unconscious hostility toward the working mother who challenges social stereo-types and threatens existing traditional roles. At a conscious level, I can see this hostility in former President Nixon's message accompanying his veto of the 1971 Amendments to the Economic Opportunity Act in which he refers to the "family-weakening implications of day care."

At the unconscious level, Dr. Zigler sees a pattern of denying care to children because their mothers are "guilty" of breaking long-held norms – even though no one would actually own up to wanting children to suffer because they do not approve of the behavior of their mothers.

The birth rate in Israel is 3.1 percent. 42

The divorce rate in Israel is 1.8% (1972 figures are most recent available). This figure is for the Jewish population. It is one of the lowest in the world.

There are 425 day care centers in Israel caring for 22,000 children under the age of 5. By the next school year there will be another 80 day care centers caring for another 13,000 young people. The total during the next school year will be 35,000 youngsters in centers caring for children under 5. (In 1970 there were only 205 day care centers in Israel.) Sixty percent of the centers are government operated and 40% are operated by women's organizations. A little more than 10% of the children under 5 are in official centers. If a bread-winning mother cannot get day care in her neighborhood and cannot afford a private center, the government will assist her in getting day care for her child.

Of the 1,150,000 women in Israel, 366,000 work.

Harvard Medical School points out in the August 1973 edition of "Pediatrics" that "No uniformly harmful effects on family life, nor on the growth and development of children have been demonstrated. It is concluded that conditions of employment and the attitudes of other family members probably influence the employed mother's relationship to her family by affecting her self-esteem and energy sources."

We face considerable social and political barriers to increased public support of day care even in the best of times. These are not the best of times: the economy is in trouble, though there are some indications that it is recovering; there is a generalized reluctance to embark on major new Federal programs; and the major contender of new federal funds – National Health Insurance – enjoys higher degrees of consensus and unified support than does day care.
WHAT DOES THIS MEAN FOR THIS CONFERENCE?

It is absolutely essential that this group get together on specific goals, demands, and strategies in order to compete for existing funds and generate new ones. With these barriers to overcome, we MUST not let others evade the issues by claiming that "these women can't agree on what they want."

I will now raise some issues on which there has been disagreement and will share my own views with you.

Goals of Child Care:

As you know, I have introduced and co-sponsored several virtually identical "Child and Family Service" bills, along with many other similar bills introduced by the most out spoken friends of children in the Congress. These bills have represented an ideal of the way our government should respond to all the needs of children and families – they have included parent education, linkage to the school programs, family resource centers, and a multitude of other services which are needed today for many families and children. These bills have all allocated resources first to low income families and secondarily have allocated resources based on the number of working mothers present in the area. We, the Congress, passed such a bill in 1971 only to see it vetoed by President Nixon. Now, I would like to point out that such legislation is *still* the ideal plan for responding to current needs of children and families – BUT I also believe that we have allowed the child care needs of WORKING MOTHERS (AND FATHERS) to be neglected as we pursued this ideal.

I believe that we should insist on, and get, legislation specifically geared to providing day care which is immediately needed and is approaching a crisis of major proportions now. We should continue to support Head Start as it works toward our ideal of child and family service, and should see Head Start as our chief resource for meeting the requirements of children with special needs, be they, economic, physical, or emotional in origin. But legislatively we need to get together on a fresh approach to child care which will have the support of all working mothers because it promises to meet their needs for developmental care – care they can feel good about and can rely on – for their children.

This also raises the thorny issue of standards for Federally-funded (or all) care. I want to say that "science" does not give us any answers – the effects of different kinds of care, other than the obviously horrible, have not been researched – and even if massive research efforts had been underway for years, we just do not know enough about the factors that go into human development to say that this or that outcome happened because the staff-to-child ratio was 1 to 5 rather than 1 to 8. Our common sense tells us, for example, that one person cannot care for more infants then could easily be carried in case of fire. I would call for a moratorium on dispute about standards at this time, for the reason that I think we can all agree that the 1968 Federal day care standards are "fairly good;" Title XX has excluded the requirement for a formal educational program and has changed some of the staff-to-child ratios, but in a way I can live with. But most importantly, it has required the Secretary of HEW to evaluate these standards and propose revisions by 1977. I say *fine*, that could help settle some issues – let's in the meantime just be very sure that the standards are enforced – that's the next major issue to address.

Enforcement of Standards:

None of us have disagreed that standards should be enforced – what I am saying now is that we should make this one of our highest priorities. It is shocking to find reports, such as that produced by the National Council on Jewish Women in "Windows on Day Care" or the HEW audit agency study conducted in 1971-73 of day care in 9 states that a substantial majority of current day care centers and family day care homes do not meet even basic health and safety requirements, much less the 1968 Federal Day Care program requirements. I would remind you that the HEW study was conducted three to five years *after* the Federal day care requirements had gone into effect. No set of standards will protect our children unless it is enforced, nor will we be able to say that one standard has proved to be better than another if none are ever enforced. Parent participation in day care–which I support wholeheartedly – can help ensure enforcement; but it is not fair to put the monkey on the mother's back entirely – she is busy, she may be afraid that pointing to lack of enforcement will cause the day care provider to exclude her child or to be closed down, leaving her with no care at all. So let's monitor the enforcers at the Federal, state, and local level and let them know that this is vitally important business and we expect to see results.

"Who shall provide care?" is the next issue we must agree upon if we are to get on with meeting the needs of our children and working mothers. I am frankly distressed at the vocal opposition to for-profit day care *at all*-which I hear lately. Certainly our experience with for-profit nursing homes in many cases gives us cause to be wary of for-profit services to populations such as the very old and the very young who cannot defend themselves against abuse; but if standards and licensing laws are *enforced*, as they must be, I believe it only hurts

mothers and children to lead them to believe that for-profit care is necessarily inferior to non-profit or public care. Let's be sensible – there is NO danger in the forseeable future that we will have too much day care available – our immediate, pressing problem is the absence of day care even for those who can afford it without direct subsidy. Should we tell a mother not to use the good, convenient care because we disapprove of the profit motive? I think not – I think at this time we must give the for-profit providers a chance to serve, and we must ensure the safeguards that are necessary no matter who that provider might be.

I think we have reached agreement in principle that there is no longer a question as to whether day care should be all center-based or all home-based or all any other form – of course all forms should be supported or encouraged to meet the individual needs of children and their parents. In order to ensure that home-based and family day care be developmental – and to provide a satisfying career for the care giver – networks between centers, family homes, and individual care givers are essential and also efficient.

This brings us to the issue of who shall administer day care programs. Lately we have seen increasingly hot disputes over who shall administer day care – should all care be administered by the schools? By non-profit groups? by state or local governments? It seems to me that, at this point in our experience with day care, it is entirely inappropriate to stipulate that one group or another should have sole responsibility for day care administration, regardless of the merits of the case each group can make. What is most appropriate in one geographic area may not be quite adequate in another. What we need to do now is to ensure the best for our children. Any future legislation should leave room for communities and parents in those communities to choose the best administrative unit *for that community*. Let's not waste our resources fighting over a pie that is not yet even baked.

CONCLUSION

I have spoken to some of the issues in day care that should be resolved if we are to speak with one voice and get results; I have told you where I stand on these issues. But no matter how the conference decides on each problem, we will be left with the question: *Where do we go from here?*

The most immediate concern is the treatment of day care in state Title XX plans – alert ourselves to these, be prepared to comment and back up comment with numbers of people supporting your views.

In the near term remember that we're approaching a major election year. Get the agenda clear and be sure it is hammered into both party platforms and make sure candidates know that support for day care is a condition of your vote.

Determine what legislative strategy will be. I have suggested dealing with day care apart from child and family services at this time. We need a bill that says to the majority of working families, "you *will* get day care."

It is essential that day care be viewed not as a problem of working mothers only but working fathers also. It is time for the fathers in Congress to become more conscious of the existing need for child care.

It is so real, and so vast, and progress toward meeting that need is so slow, that the achievement of this goal must have our concerted attention. Carol Burris of the Women's Lobby, in her testimony on child and family services legislation before the joint House/Senate committee put the issue very clearly when she said that such legislation (quote) "passed first in 1971 and was vetoed, and these children are still with us, and they're still not getting any care, and we're still sitting here once again . . . discussing this problem. And, in the meantime, I was the mother of a preschooler child when this bill first passed. I'm now the mother of a second-grader and, if we keep on this pace, I'm going to be the grandmother of somebody who needs day care." The slow pace of day care improvements faces me everyday. In my office I have a framed poster advertising day care hearings I held in my district in *1971*. The concerns of my constituents then were immediate. Four years have passed, Need I say more?

All of us here know the problem and feel the urgency – I hope and expect that this conference will serve as the point of departure from which we will carry this message to the nation, to the Congress, to the President and this time we will be put off no longer.

Thank-you

APPENDIX B

CONFERENCE PARTICIPANTS

APPENDIX B

Conferees Attending The SACRRW Conference on Child Care and the Working Woman June 12-13, 1975

1. Mr. Walter Abrams
   National Gypsum Company
   Clarence Center, N.Y. 14032

2. Ms. Margaret Long Arnold
   National Retired Teachers Association
   1901 K Street, N.W.
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3. Ms. Nancy Barbour
   7856 Midday Lane
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4. Ms. Joan Bergstrom
   303 Marsh Street
   Belmont, Mass.

5. Ms. Jean Berman
   The Appalachian Regional Commission
   1660 Connecticut Avenue, N.W.
   Washington, D.C.

6. Ms. Joyce Black
   620 E. 86th Street
   New York, N.Y. 10028

7. Ms. Dorothy Bolden
   52 Fairlie Street, N.W.
   Atlanta, Ga. 30303

8. Ms. Louise Bowen
   Cincinnati Community Action Agency
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   Cincinnati, Ohio 45203

9. Ms. Susan Burgess
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10. Ms. Carol Burris
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11. Ms. Loraine Cecil
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12. Ms. Linda Chavez
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13. Mr. Francis Clay
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14. Ms. Audrey Rowe Colom
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15. Ms. Sylvia Cotton
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16. Ms. Carol Caoile
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17. Ms. Jane Douglas
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20. Mr. James Guines
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21. Ms. Jacqueline Gutwilling
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25. The Honorable Margaret M. Heckler
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34. Ms. Karen Keesling
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35. Ms. Karen Kellerhouse
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39. Ms. Ruby Lineberger
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42. Ms. Eve Lubalin
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43. Ms. Linda Martin
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44. Ms. Lucy Prete Martin
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46. Ms. Sandra Match
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49. Ms. Barbara Mosses
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50. Ms. Sally Muravchik
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51. Mr. Calvin McCants
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52. Ms. Noreen McDaniel
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53. Ms. Ruth Nadel
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54. Ms. Lyn Norfolk
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60. Ms. Jane Reineberg
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65. Ms. Francis S. Thomas
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66. Dana Friedman Tracy
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Members of the Press

Jean Evans – Redbook Magazine
Susan King – WTOP News
Marlene Cimons – Los Angeles Times
Isabel Sheldon – Washington Star
Joyce Lynn – Day Care and Child Development Reports
David Ensor – Education Daily and Report on Preschool Education

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70. Ms. Pauline Washington
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72. Ms. Pearl Williams
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75. Ms. Mildred Wurf
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76. Ms. Julia Zozaya
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APPENDIX C

Program Agendas for Conference Activities

CHILD CARE AND THE WORKING WOMAN

JUNE 12, 1975

8:30 a.m. – 9:30 a.m. . . . . REGISTRATION

9:30 a.m. – 12:00 p.m. . . . . INTRODUCTORY REMARKS

Keynote Address: Congresswoman Margaret Heckler (R-Mass.)

Welcoming Remarks: Julie Ruiz – Chairperson, the Sub-Committee on Social Services and Welfare, SACRRW

Osta Underwood – Chairperson, SACRRW

12:00 p.m. – 1:00 p.m. . . . . LUNCH

1:00 p.m. – 2:30 p.m. . . . . PANEL DISCUSSION

Income tax deductions for child care expenses

Linda Martin: Research Associate, the Federal Reserve Bank of Boston: co-author of "Broadening the Child Care Deduction: How Much Will it Cost?" published in the *New England Economic Review*, September/October 1974; and *Child Care Deduction: How much will it cost Massachusetts?* published by the Federal Reserve Bank of Boston.

The impact of the minimum wage laws on child care

Paulette Hamilton: Chairperson of the Educational Planning Program of the Board of Directors, the Bedford – Pines Day Care Center, Atlanta, Georgia. Was employed two years as a domestic worker prior to her present job with the Atlanta Board of Education.

Alternative organizational designs for delivering child care services

Sam Granato: Director of the Day Care Services Division, Office of Child Development, DHEW

Sheila Kamerman: Columbia University School of Social Work: Associate Director of the Cross-National Studies of Social Services Programs: a project designed to study the social service delivery systems in seven countries.

James Guines: Assistant Superintendent of Schools in charge of Instructional Services, Washington, D.C. Chaired the task force studying the implications of Title IV-A for school systems and the Early Childhood Education Program.

2:30 p.m. – 5:00 p.m. . . . . CONFERENCE GROUP MEETINGS

CHILD CARE AND THE WORKING WOMAN

JUNE 13, 1975

9:00 a.m. – 12:00 p.m. ..... PANEL DISCUSSION

Title XX and Public Participation

Suzanne Woolsey:	Social Services, Human Development; Planning and Evaluation; Office of the Secretary, DHEW.
Dana Friedman Tracy:	Information Specialist, the Day Care and Child Development Council of America.
Audry Rowe Colom:	Director of the Day Care Advocacy Project, the Children's Defense Fund: Vice Chairperson of the National Women's Political Caucas: Commissioner of the International Women's Year Committee; chairperson of the Child Development Committee.
Ruby Lineberger:	Chairperson of the Parent Advisory Committee; the Grant Day Care Center, New York City. Played a leading role in securing funds to establish an after-school program in the day care center. Vice President of the Day Care Council of New York City.

12:00 p.m. – 1:00 p.m. ..... LUNCH

1:00 p.m. – 3:45 p.m. ..... CONFERENCE GROUP MEETINGS

Conference group A – room 5169

Conference group B – room 5169

Conference group C – room 3141

Conference group D – room 1137

3:45 p.m. – 5:00 p.m. ..... PLENARY SESSION AND CLOSING REMARKS